File Code No. 650.05



CITY OF SANTA BARBARA

COUNCIL AGENDA REPORT

AGENDA DATE: July 20, 2010

TO: Mayor and Councilmembers

FROM: Planning Division, Community Development Department

SUBJECT: Program Environmental Impact Report (EIR) for the Plan Santa

Barbara General Plan Update

RECOMMENDATION:

That Council hold a work session on the Program Environmental Impact Report (EIR) for the *Plan Santa Barbara* General Plan Update, including presentations by staff of the City Attorney's Office and Planning Division.

DISCUSSION:

The current step in the *Plan Santa Barbara* process is Council direction to staff for preparing the final General Plan Update and EIR documents for subsequent City approval actions. On June 23, 2010, Council requested additional work sessions to review component draft documents and ensure Council understanding prior to giving direction. This is the second of four July work sessions.

The Draft Program EIR for the *Plan Santa Barbara* General Plan Update evaluates environmental effects of projected citywide growth to the year 2030 under the proposed General Plan policy amendments. Mitigation measures are identified to reduce significant impacts. Comparative impact analysis is provided for alternative growth scenarios and policy sets, including the "No Project" Alternative (retain existing policies); the Lower Growth Alternative, and the Additional Housing Alternative. The Draft EIR identifies significant impacts associated with traffic and climate change even with identified mitigation, and identifies potentially significant impacts that could be mitigated in the areas of air quality; biological resources; geological conditions; hazardous materials; heritage resources; hydrology/flooding; and solid waste management.

Staff presentations at the Council EIR work session will cover (1) the environmental review requirements of the California Environmental Quality Act (CEQA); (2) the roles of the Planning Commission and Council in the environmental review process and the required findings for the EIR; (3) a review of the climate change discussion and analysis in the EIR; (4) the EIR process and schedule; and (5) a summary of the EIR impact analysis. Public comment on this agenda item will be received at the end of the Council work session.

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Attachments to this report provide summary information, including (1) Background on Program EIR for General Plan Update; (2) Summary of Environmental Impacts; and (3) Summary of Alternatives Analysis (Key Issues).

SUSTAINABILITY IMPACT:

The Program EIR for the General Plan Update contains analysis pertaining to environmental sustainability issues including energy consumption, waste management, water supply, open space, creeks, biological habitats, pollution, and hazards.

ATTACHMENT(S): 1. Background on Program EIR for General Plan Update

2. Summary of Environmental Impacts from DEIR

3. Summary of Alternatives Analysis (Key Issues)

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APPROVED BY: City Administrator's Office

Attachment 1

Plan Santa Barbara General Plan Update Background: Program EIR for General Plan Update

California Environmental Quality Act (CEQA)

Under California Environmental Quality Act (CEQA) provisions, the *Plan Santa Barbara* General Plan Update is subject to environmental review prior to its approval. The Environmental Impact Report (EIR) is an informational document to allow the public and decision-makers to consider the environmental consequences of proposed actions, along with measures that could feasibly avoid significant environmental effects.

Project Analyzed in EIR

The draft Program EIR evaluates forecasted future growth in the City to the year 2030 under the proposed *Plan Santa Barbara* General Plan policy amendments to identify potential citywide effects on the physical environment. The Draft *Policy Preferences Report* initiated for environmental review by City Council (January 2009) provided the EIR project description. The EIR analysis of *Plan Santa Barbara* assumed development of up to an additional 2,800 residential units, and up two million additional square feet of commercial and other non-residential development within the City by 2030.

EIR Scope of Analysis

The EIR provides a full scope of analysis at a General Plan level of specificity, including potential impacts associated with <u>environmental resources</u> (air quality, biological resources, heritage resources, open space and visual resources, water quality, etc.), <u>environmental hazards</u> (geologic/seismic, flooding, wildfire, noise, etc.), <u>public facilities and services</u> (water supply, wastewater, solid waste, fire, police, schools, parks, etc.), and <u>transportation</u> (traffic and circulation), as well as growth-inducing effects (population and jobs/housing balance) and climate change issues.

In general, the EIR recognizes that additional growth occurring incrementally citywide over the next two decades has the cumulative potential for significant impacts by 2030. In many instances existing City policies and programs and proposed General Plan Update policy amendments would reduce these potential environmental effects as individual projects occur.

Impact Classifications

The EIR identifies impacts of the Plan according to the following classifications: <u>Class 1 Impacts</u> – Significant Impacts (even after applying Mitigation Measures); <u>Class 2 Impacts</u> – Potentially Significant Impacts that can be reduced to Less than Significant levels with Mitigation Measures; Class 3 Impacts – Less than Significant Impacts.

The EIR also provides analysis of the regional effects of City impacts together with similar impacts in adjacent jurisdictions on the South Coast. Longer-range City impacts in the year 2050 and beyond are also discussed.

Mitigation Measures

The EIR identifies Mitigation Measures that have the potential to reduce potentially significant impacts to less than significant levels. The mitigation measures identified in the EIR include additional policies and programs that could be included in the General Plan. Under CEQA, if an EIR identifies significant environmental effects of the project, mitigation measures are required to be implemented if decision-makers confirm that they are feasible. A determination of feasibility or infeasibility may consider economic, environmental, legal, social, and technological factors.

For impacts identified as less than significant (Class 3), the EIR also identifies additional Recommended Measures (RMs) which can be considered for addition to the General Plan to further benefit the environment.

Alternatives to the Project

The DEIR provides a comparative impact analysis for alternative policy and growth scenarios. The Alternatives were identified to reflect the range of community opinion about General Plan policies and the amount and location of future growth.

The Lower Growth Alternative evaluates the comparative impacts of a policy set more limiting of growth than the *Plan Santa Barbara* policies, toward further protection of community character and resources. Associated growth assumptions analyzed are up to 2,000 additional residential units and up to one million square feet of additional non-residential development.

The Additional Housing Alternative evaluates the comparative impacts of a policy set that promotes additional affordable housing, toward further improving the jobs/housing balance to reduce traffic and energy consumption and greenhouse gas production, and toward maintaining population and economic diversity. Growth assumptions analyzed with this policy set are up to 4,360 additional residential units and up to one million square feet additional non-residential growth.

The "No Project"/ Existing Policies Alternative required by CEQA evaluates the comparative impacts if the Plan Santa Barbara policy amendments did not proceed and the existing General Plan policies continued into the future. The associated growth assumptions analyzed are up to 2,800 additional housing units, and up to 2.2 million square feet additional non-residential development.

Final EIR Certification

The proposed Final EIR is currently being prepared, including written responses to comments from agencies, groups, individuals, and City entities received during the public review period for the Draft EIR (March 18 – May 17, 2010), and associated text changes.

When complete, the Final EIR will be presented to the Planning Commission for certification. The certified Final EIR will be presented to City Council for information as part of its consideration of action to adopt the Plan. When the City Council adopts the Plan, the City Council will be required to make certain findings regarding the EIR and

will be required to adopt a statement of Overriding Considerations regarding the significant environmental effects related to the Plan (transportation and climate change).

The State CEQA Guidelines (§15151) provide the following guidance for the standards for adequacy of an EIR:

"An EIR should be prepared with a sufficient degree of analysis to provide decision-makers with information which enables them to make a decision which intelligently takes account of environmental consequences. An evaluation of the environmental effects of a proposed project need not be exhaustive, but the sufficiency of an EIR is to be reviewed in the light of what is reasonably feasible. Disagreement among experts does not make an EIR inadequate, but the EIR should summarize the main points of disagreement among the experts. The courts have looked not for perfection but for adequacy, completeness, and a good faith effort at full disclosure."

CEQA Findings with Project Approval

As with all General Plans, final approval of the General Plan Update is expected to necessitate choosing a balance among sometimes competing policy objectives. It is likewise expected that there may continue to be differences of opinion in the public and among decision-makers as to the best balance among objectives.

This issue is also noted in the State CEQA Guidelines (§ 15021 Duty to Minimize Environmental Damage and Balance Competing Public Objectives):

- "(a) CEQA establishes a duty for public agencies to avoid or minimize environmental damage where feasible.
 - (1) In regulating public or private activities, agencies are required to give major consideration to preventing environmental damage.
 - (2) A public agency should not approve a project as proposed if there are feasible alternatives or mitigation measures available that would substantially lessen any significant effects that the project would have on the environment.
- "(b) In deciding whether changes in a project are feasible, an agency may consider specific economic, environmental, legal, social, and technological factors.
- "(c) The duty to prevent or minimize environmental damage is implemented through the findings required by Section 15091.
- "(d) CEQA recognizes that in determining whether and how a project should be approved, a public agency has an obligation to balance a variety of public objectives, including economic, environmental, and social factors, and in particular the goal of providing a decent home and satisfying living environment for every Californian. An agency shall prepare a statement of overriding considerations as described in Section 15093 to reflect the ultimate balancing of competing public objectives when the agency decides to approve a project that will cause one or more significant effects on the environment."

Attachment 2

Plan Santa Barbara General Plan Update Summary of Environmental Impacts from DEIR Analysis

The Draft EIR (March 2010) analysis identified the following environmental impacts associated with anticipated development to the year 2030 under draft *Plan Santa Barbara* General Plan policy amendments. Required mitigation measures (MMs) are identified to reduce potentially significant impacts. Recommended measures (RMs) are identified to further address potential impacts and benefit the environment.

CLASS I Significant Impacts (Citywide 2030)	Required Mitigation Measures
Transportation Increased peak-hour traffic congestion [Current 13 impacted intersections could potentially increase to 21 impacted intersections; increase in vehicle miles traveled (VMT). Identified mitigation could substantially reduce impact]	MM T-1 –Roadway and signal improvements MM T-2 – Measures to reduce peak-hour vehicle trips and increase alternative travel mode use through modified parking requirements, parking pricing, and transportation demand management (TDM) measures.
Global Climate Change Increased greenhouse gases emissions from transportation fuel and buildings [From existing 1.3 million tons/year GHG emissions citywide to 157 million tons/year. Identified mitigation could substantially reduce impact.]	MM T-2 -Reduce vehicle trips and miles traveled and associated greenhouse gas generation RM C-1 policies for carbon sequestration though tree planting/revegetation; RM C-2 work with regional partners toward methane capture/ fuel cell development at Tajiguas Landfill; RM C-3 continue programs to retrofit municipal systems with energy efficient equipment; RM C-4 policies for additional renewable energy sources for City operations including wind turbines, solar facilities, and monitor ocean power projects; and RM C-5 additional policy to establish goal of 30 MW new solar energy in City by 2030.)

CLASS 2 Less Than Significant Impacts with Mitigation (Citywide in 2030)	Required Mitigation Measures
Air Quality	MM AQ-1 – Interim 250-foot setback from Highway
Potential health risks to residential uses along Highway from diesel particulate emissions	101 for new residential uses until State regulations are implemented and diesel particulates are reduced; install additional vegetation along Highway 101.
Biological Resources	MM B-1 – Further protect key upland habitat/ corridors
Gradual loss of upland and creek/riparian habitats and species.	MM B-2 – Creek channel naturalization; drainage restoration; riparian habitat restoration; creek setback standards. (Recommended measures RM B-1 oak woodland protection and RM B-2 riparian woodland protection)

CLASS 2 - Less Than Significant Impacts	Required Mitigation Measures
with Mitigation (Citywide in 2030) (Continued)	
Geological Conditions	MM G-1 – Updated bluff retreat review guidelines;
Sea cliff retreat	shoreline management plan
	(Recommended measure RM G-1 to update Coastal Plan.)
Hazards	MM Hz-2 – Agency coordination to establish
Adequacy of household hazardous materials	additional collection facility capacity
collection facility capacity	
Heritage Resources	MM Hr-1a – Protect historic resources during adjacent
Effects of development on historic resources	construction activities
	MM Hr-1b – Modified density and design policies for
	landmark and historic districts
Hydrology and Water Quality	MM Hydr-1a – Adaptive management for sea level rise
Increased flood hazards from climate change	
sea level rise (longer range impact to 2050)	
Noise	MM N-1 – Periodically monitor freeway noise levels
Increased roadway noise levels along	along Highway 101. If traffic noise expands the 65
Highway 101 affecting existing residential	dBA contour along the freeway corridor, implement
uses	measures to reduce effects (e.g., structure retrofits,
	barriers, vegetation)
Open Space/Visual Resources	MM V-1 – Protect key open space areas; establish
Gradual loss of important open space areas	additional funding mechanisms; coordinate
	management with citizen groups, owners, institutions.
	V-2 – Coordinate on regional open space
Public Utilities/ Solid Waste Management	MM PU-1a -Coordinate with agencies to establish
Adequacy of long-term solid waste	additional long-term waste management capacity.
management facility capacity	MM PU-1.b – Increase diversion of solid waste from
	landfill disposal through programs to increase waste
	reduction, recycling, and reuse.

CLASS 3 Less Than Significant Impacts (2030)	Recommended Measures to Further Reduce Impacts
Air Quality	
Projected population/emissions are consistent with adopted County Clean Air Plan	RM AQ-1 – Programs to support electric vehicles and low- emission vehicles and equipment
Short-term emissions during construction	No additional measures beyond existing City policies and proposed Plan Santa Barbara measures
Residential development location within the commercial core - impacts from mixed use	No additional measures
Biological Resources	
Development impact on creek water quality	RM B-2 – Riparian habitat protection, and RM Hydr-1 for flood hazards further address water quality
Impacts of future development on coastal habitats and species	RM B-3 Coastal habitat restoration
Impacts of development on urban forest and individual specimen trees	RM B-4 urban tree protection

CLASS 3 Less Than Significant Impacts (2030) (Cont.)	Recommended Measures to Further Reduce Impacts
Geological Conditions	
Seismic hazards ((fault rupture,	No additional measures identified
groundshaking, liquefaction, tsunami)	
Geologic and soil instability (slope failure,	No additional measures identified
expansive soils, erosion, radon).	·
Hazards	
Accident risks associated with aircraft,	Recommended measure RM Hz-1 to continue EMF prudent
transportation corridors, electromagnetic	avoidance policy for development near transmission lines
fields (EMF)	and monitor scientific study
Hazardous materials associated with	RM Hz-2 vapor barrier study for development near sites
contaminated sites and commercial/	with past contamination
industrial facilities	
Wildland fires, emergency response and	RM Hz-3 water system improvements and private water
adequacy of roads and water systems.	supplies for fire fighting
Heritage Resources	
Development effects on archaeological	No additional measures identified
resources	
Development effects on paleontological	No additional measures identified
resources	
Hydrology and Water Quality	
Development effects associated with flood	No additional measures identified
hazards and storm water run-off effects	
Effects on creek and groundwater quality	Recommended measures RM Hydr-1 considerations for establishing creek setbacks
Effects on coastal and marine water quality	RM Hydr-2 measures to improve water quality at area beaches, including pharmaceutical waste education and collection, restoration measures for channels and habitat; and watershed action plans
Noise	
Increased airport noise impacts	No additional measures identified
Noise guideline change	No additional measures identified
Noise effects from mixed use development	Recommended measure RM N-1 to require more detailed
	noise assessments for propose special, conditional, and
	institutional uses that may create nuisance noise affecting
Construction noise effects	residential neighborhoods.
	No additional measures identified
Open Space and Visual Resources Gradual loss of important scenic views of	Recommended measure RM V-1 additional policies for
waterfront, hillsides, and in commercial core	protection of scenic views
Gradual change to community visual character	RM V-2 additional policies for protecting community character pertaining to design standards, design overlays,
CHALACTEL	building size, bulk, and scale, form-based codes,
	development monitoring, and preserving community
	character
Lighting and glare effects	RV V-3 policies on open space night sky

CLASS 3 Less Than Significant Impacts (2030) (Cont.)	Recommended Measures to Further Reduce Impacts
Public Services	
Police services	No additional measures identified
Fire protection services	No additional measures identified
Parks and recreation services	Recommended measure RM PS-1 additional policies for provision of parks
School services	RM PS-2 additional policies language on schools as part of Sustainable Neighborhood Plans
Public Utilities	
Water supply	Recommended measure RM PU-1 measures for consideration as part of updating long-term water supply program
Wastewater	No additional measures identified
Power and communications utilities	No additional measures identified
Transportation	
Reduced per capita vehicle commute trips from PlanSB policies and MMs (Class 4 beneficial impact)	RM SE-2 policies to promote businesses that serve lower income and ethnic minority populations

ADDITIONAL ENVIRONMENTAL ANALYSIS		
Energy		
Transportation fuel consumption	Recommended measure RM E-1 fuel reduction objective and gas tax for reduction of trip generation and reduced fuel consumption	
Energy consumption in buildings	RME-2 building green, solar, lighting, and heating measures, and community energy program to promote energy conservation	
Global Climate Change		
Greenhouse gas emissions from buildings	Recommended measures identified under Climate Change and Energy items above	
Jobs/Housing Balance		
Job growth and housing availability	Recommended measures RM P-1 additional policies addressing growth monitoring, growth pacing; job creation, regional coordination on affordable housing, City affordable housing locations, student/faculty housing, and incentives for affordable housing pertaining to streamlining of permitting process, and pursuing legislation to extend redevelopment funding	
Socioeconomic Issues		
Environmental hazards	Recommended measures RM SE-1 interior noise reduction home improvement program	
Economic development and housing availability	RM SE-2 policies to promote businesses that serve lower income and ethnic minority populations.	
Community resources and public services	RM SE-2 policies to promote businesses that serve lower income and ethnic minority populations	
Participation in community planning	No additional measures identified	

Attachment 3

Plan Santa Barbara General Plan Update

Summary of EIR Alternatives Analysis
For No Project, Project, Lower Growth, and Additional Housing Alternatives

POLICY ASSUMPTIONS for EIR analysis	GROWTH ASSUMPTIONS* Net Increase 2008-2030	COMPARATIVE IMPACTS from DEIR analysis
 "No Project"/ Existing Policies Alternative Existing policies and historic growth rate assumed to continue. GP land use/zoning designations Non-residential growth cap and findings Pyramid range of uses in commercial; R-3/R-4 stds Building heights of 30, 45, and 60 feet in commercial Mixed use incentives; variable density; R-2 density State/City bonus density, inclusionary affordable housing provisions; current 2nd unit policies Current design review standards. 	Non-Residential 2.3 million SF (Square Feet) Residential 2,800 DU (Dwelling Units)	Traffic: Significant Greatest potential impact, 14 additional intersections, 38% increase vehicle miles traveled (VMT); >11,000 added trips South of Hot Springs Climate: Significant Greatest potential impact; 1.6 mill. tons/year greenhouse gases (GHG); 16.5 tons/capita Other Impacts: Mitigable Greatest potential effects on local community resources and regional issues, but mitigable to less than significant levels. Worsens jobs/housing balance (2.04 jobs/unit).
 Project - Plan Santa Barbara General Plan Update Balance policies to protect character/resources and policies for more affordable housing (for traffic management, jobs/housing balance; economic/population diversity, energy climate change) Reconfirm Living Within Our Resources; protect and enhance community character, historic resources, established neighborhoods Continue to limit non-residential growth; direct development to commercial core areas Priority for affordable housing and Community Benefit land uses; Sustainable Neighborhood Plans Mixed use, setback, open space, landscaping standards, Floor Area Ratios, Form Based Codes, lower heights next to residential and historic structures for compatible building sizes Reduced unit size; variable density amendments; higher density incentives for affordable, rental, 'affordable by design' housing; 2nd unit incentives Reduced parking standards for commercial core; moderate TDM expansion. 	Non-Residential 2.0 million SF Residential 2,800 DU	Traffic: Significant Potential impact 8 additional intersections, 36% VMT increase; 11,000 added trips So. of Hot Springs. Impact substantially avoided with transportation demand management (TDM) expansion. Climate: Significant Estimated 1.62 million tons/year GHG; 16.2 tons per capita, not meeting State directive to reduce GHG to 1990 levels. Other Impacts: Mitigable Potentially significant impacts (resources, hazards, and public facilities) mitigable to less than significant levels (air quality, biological resources, geology, hazards, hydrology, noise, open space, and solid waste). Job/housing approx balance (1.44 jobs/unit).

Summary of EIR Alternatives Analysis (continued)

Summary of EIR Alternatives Analysis (continued)		
Policy Assumptions for EIR analysis	Growth Assumptions* Net Increase 2008-2030	Comparative Impacts from DEIR analysis
 Lower Growth Alternative More growth limitation policies to protect community character, historic resources, neighborhoods, environmental resources, services, costs (e.g. water supply), and support tourism. Further reduce nonresidential SF cap Lower building height limits to 40-45 feet Added protection for historic districts Retain current density designations; reduce average unit size provisions Increase setbacks, open space, landscaping requirements. Retain 2nd unit restrictions Retain or increase parking standards. 	Non-Residential 1.0 million SF Residential 2,000 DU	Traffic: Significant Potential impact less, 7 additional intersections, 28% increase vehicle miles traveled (VMT); ~9,000 added trips South of Hot Springs. No mitigation identified (e.g., TDM), because not consistent with policies. Climate: Significant Slightly better 1.58 mill. tons/year greenhouse gases (GHG). Other Impacts: Mitigable Reduced potential impacts to local community resources and also mitigable to less than significant levels. Jobs/housing balance improved (0.90 jobs/unit)
 Additional Housing Alternative More affordable housing policies to further address traffic management, jobs/housing balance, economic vibrancy, population diversity, energy and climate change. Promote compact growth along transit corridors Increased affordable housing incentives; increased density; reduce unit sizes; retain or increase building heights; allow 2nd units in more areas; reduce parking standards; streamline housing permit processes. Strong expansion of Transportation Demand Management (TDM) measures and support infrastructure for alternative modes 	Non-Residential 1.0 million SF Residential 4,360 DU	Traffic: Significant Lowest potential impact 2 additional intersections, 11% VMT increase; 5,100 added trips So. of Hot Springs. Climate: Significant Lower impact - estimated 1.4 million tons/year GHG; 13.7 tons per capita. Other Impacts: Mitigable Potentially significant impacts (resources, hazards, and public facilities) mitigable to less than significant levels. Job/housing substantially better (0.41 jobs/unit).

^{*}Assumptions in table reflect net additional development within City boundaries. Additional development assumed within City Sphere of Influence during 2008-2030: Residential: 403 dwelling units; Non-Residential: 178,202 sq. feet.